



TOWARDS A DISTRICT COORDINATED SERVICE DELIVERY MODEL

PRESIDENT COORDINATING COUNCIL

20 AUGUST 2019

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INTRODUCTION

- **The President of the Republic of South Africa has articulated this in the Presidency Budget Speech (2019) by indicating that things have to work differently from now on:**

“For the effective implementation of our seven priorities, the structures of government will need to function with maximum coordination and cooperation as it is envisaged in our Constitution.

The truth is that lack of coordination between national and provincial governments, between departments and particularly at local government level, has not served us.

We have slid into a pattern of operating in silos.

This has led to lack of coherence in planning and implementation and has made monitoring and oversight of government’s programme difficult.

It has become a significant deterrent to investment as businesspeople have had to move from pillar to post in search of support and services in what are essentially the same sectors.

At the heart of most service delivery protests is fragmented planning on our part as well as poor communication.

As the 6th Administration we are going to do away with this fragmented approach to development.”

- Therefore we are called upon to:
 - Ensure that we bring to life the aspirations of the people shall govern
 - Bring government closer to the people through the District with the support of provincial and national government, so as to enhance development and cooperative governance at all spheres

BACKGROUND

The principles of cooperative governance are pursued in Chapter 4 of the Constitution which (amongst others) calls on “*all spheres and all organs of state*” to “...***secure the well-being of the people of the Republic; [and] provide effective, transparent, accountable and coherent government for the Republic as a whole;***”

The Constitution also gives “*developmental duties*” to local government in section 153, with the overall requirement that local governments:

- a. provide democratic and accountable government for local communities;*
- b. ensure the provision of services to communities in a sustainable manner;*
- c. promote social and economic development;*
- d. promote a safe and healthy environment; and*
- e. encourage the involvement of communities and community organisations in the matters of local government.”*

All developmental initiatives should therefore be seen through the local lens.

Intergovernmental Relations, IGR: Giving Effect to Principles of Cooperative Governance

The IGR Framework Act (IGRFA) sets out the general principles and objects of intergovernmental relations: the focus is primarily on the outcomes that the system must achieve:

- i. **Coherent government**
- ii. **Effective provision of services**
- iii. **Monitoring implementation of policy and legislation; and**
- iv. **Realisation of national priorities.**
- v. **Sec 47 of IGR Act**



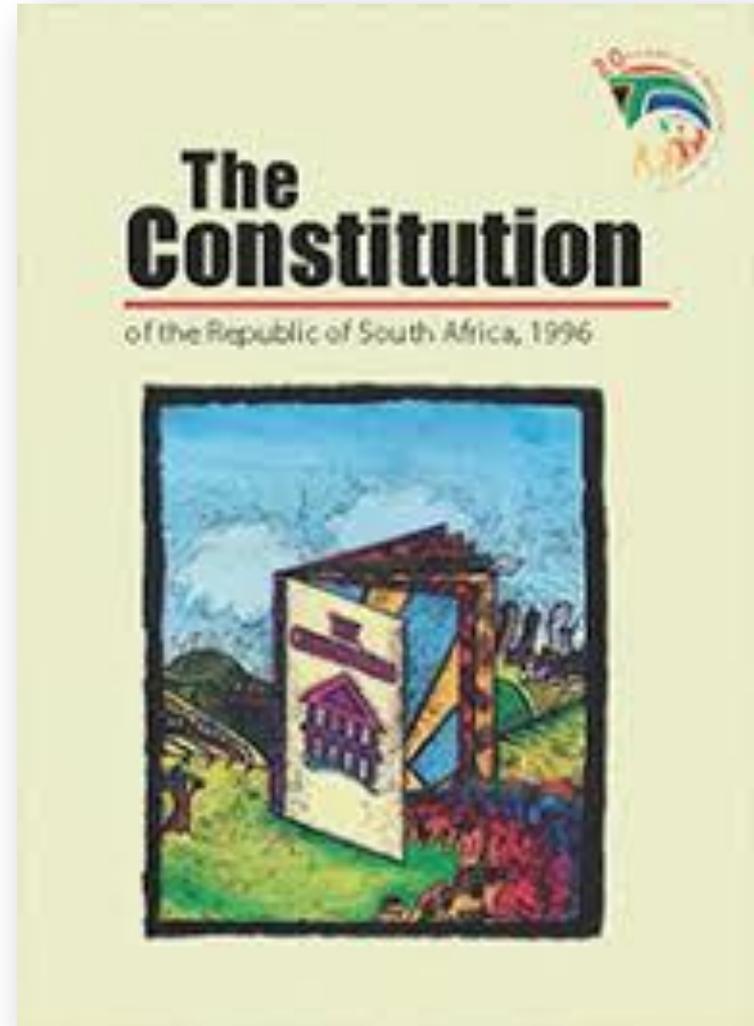
CONSTITUTIONAL OBLIGATIONS

In strengthening Cooperative Governance, the Constitution further places an obligation on National and Provincial Government to work with Local Government:

Section 154 of the Constitution:

“The national government and provincial government, by legislative and other measures, must support and strengthen the capacity of municipalities to manage their own affairs, to exercise their powers and to perform their functions.”

Local Government is the closet sphere to communities and represents all of government at local level. A functional and developmental LG is a necessary requirement for an effective Developmental State.

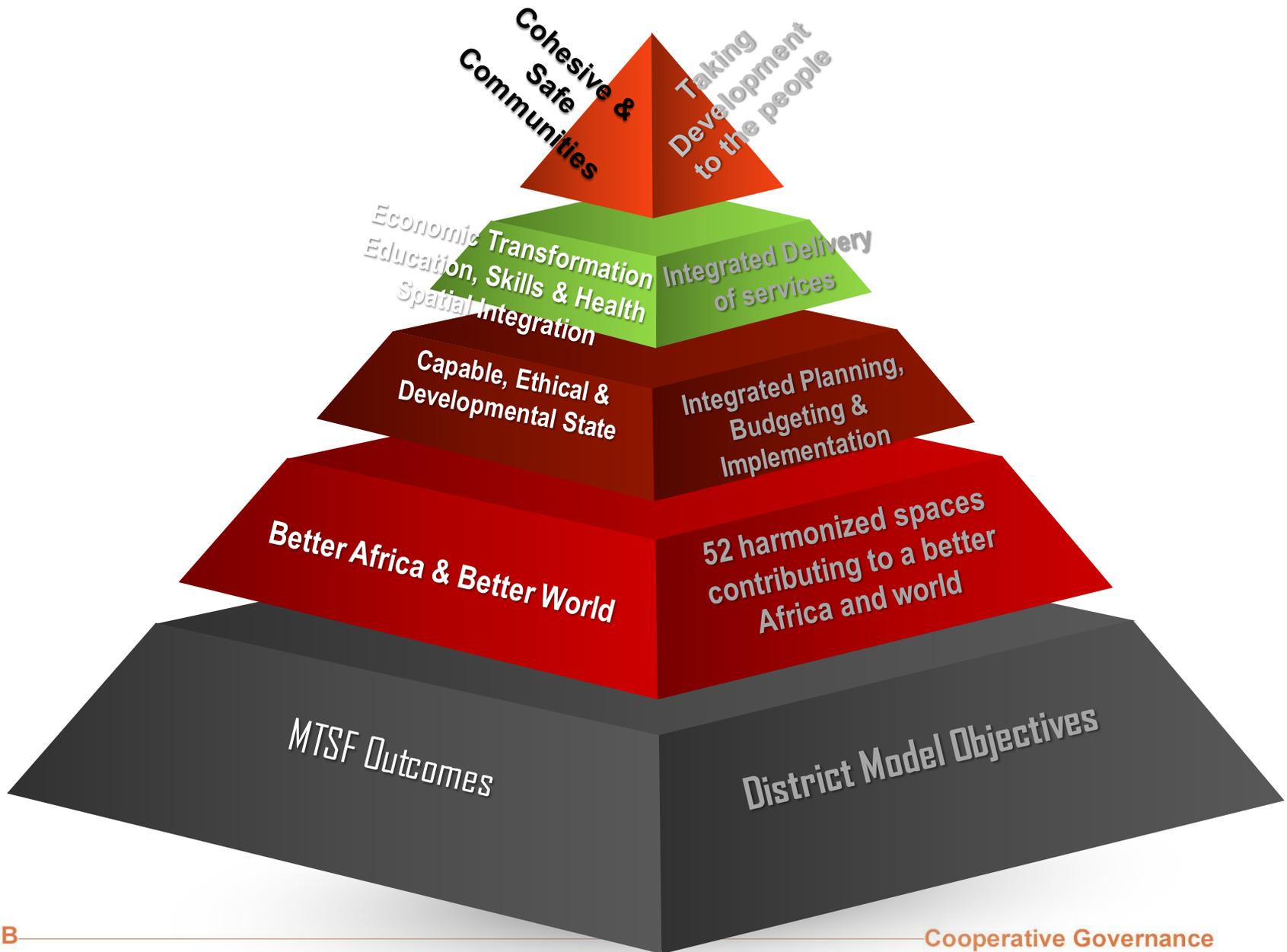


PROBLEM STATEMENT

What Challenges are we Trying To Solve

- (1) Solve the Silos at a horizontal and vertical level
- (2) Narrow the distance between the people and government by strengthening the coordination role and capacities at the District and City levels as it is the penultimate sphere closer to the people after ward and local
- (3) Deliver Integrated Services whilst strengthening Monitoring and Evaluation and impact at district and local levels
- (4) Ensuring inclusive and gender mainstreamed budgets based on the needs and aspirations of our people and communities at a local level
- (5) Maximising impact and aligning resources at our disposal
- (6) Changing the face of our rural and urban landscapes by ensuring complementarity between urban and rural development, with a deliberate emphasis on Local Economic Development
- (7) Ensure sustainable development whilst accelerating initiatives to promote poverty eradication, employment and equality

PRIMARY OUTCOMES & OBJECTIVES



Principles Underpinning the Model

- a. Existing Constitutional Framework Remains as is, whilst strengthening the regulatory framework for Cooperative Governance
- b. Reinforce Local Government and its Proximity to Communities
- c. Distinction Between Long-term and Medium-term Strategic Planning/Implementation Mechanisms
- d. Build on Lessons from implementing previous similar and Existing Good Practices – Current MTSF Alignment (DPME) and Operation Sukuma Sakhe (OSS) and other emerging best practice
- e. Reconfigure Integrated Planning Responsibilities and Institutional Arrangements

Main Objectives of the Model

- a. Managing rural/urban migration, as well as sustainable growth and development;
- b. Determining and/or supporting local economic drivers;
- c. Determining and managing spatial form, land release and land development;
- d. Determining infrastructure investment requirements and ensure long-term infrastructure adequacy to support integrated human settlements, economic activity and provision of basic services, community and social services;
- e. Institutionalize long term planning whilst addressing 'burning' short term issues

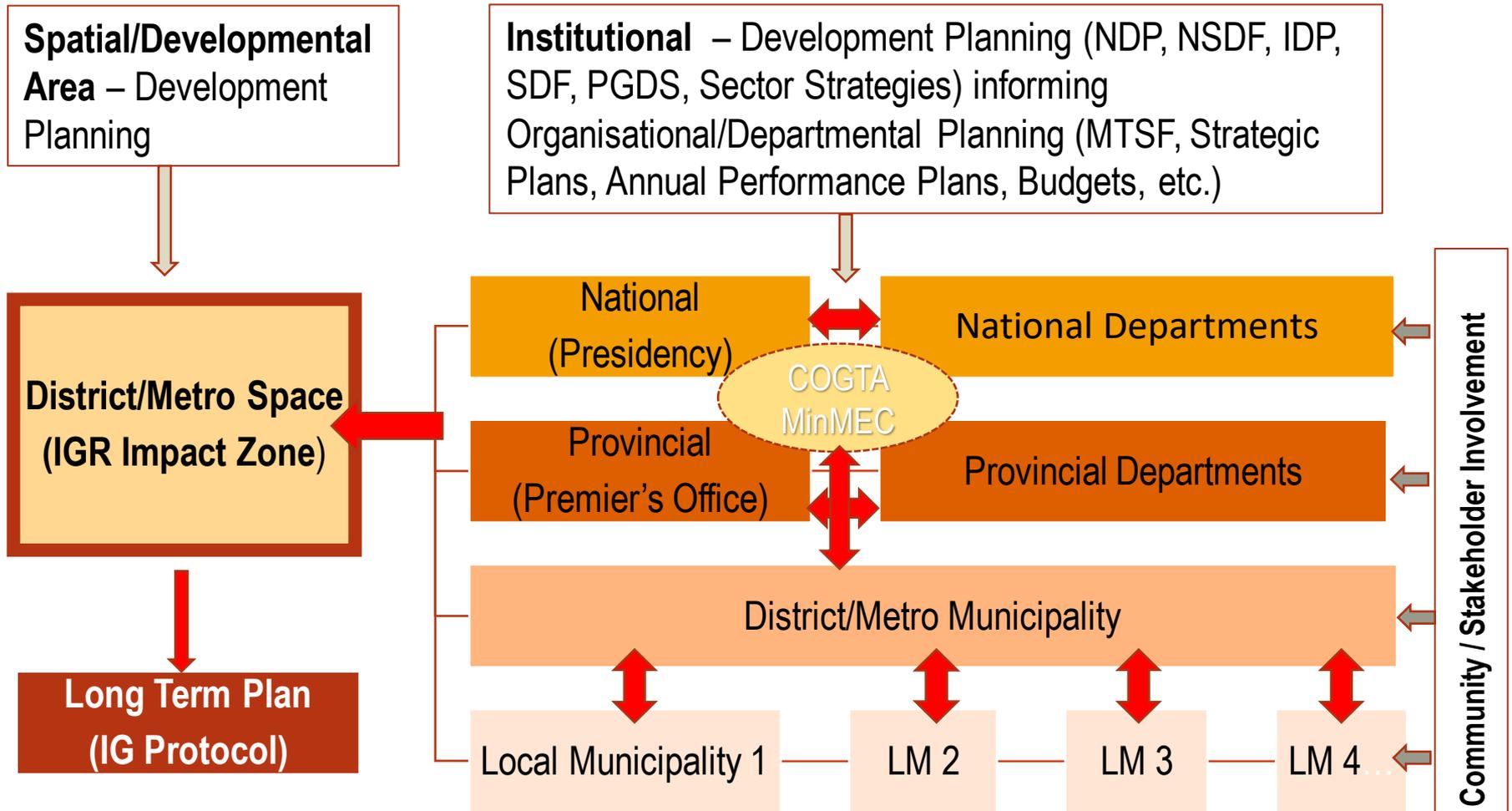
VISUALIZING THE MODEL:

A New Integrated Planning Model for Cooperative Governance is Needed - District/Metro Scale

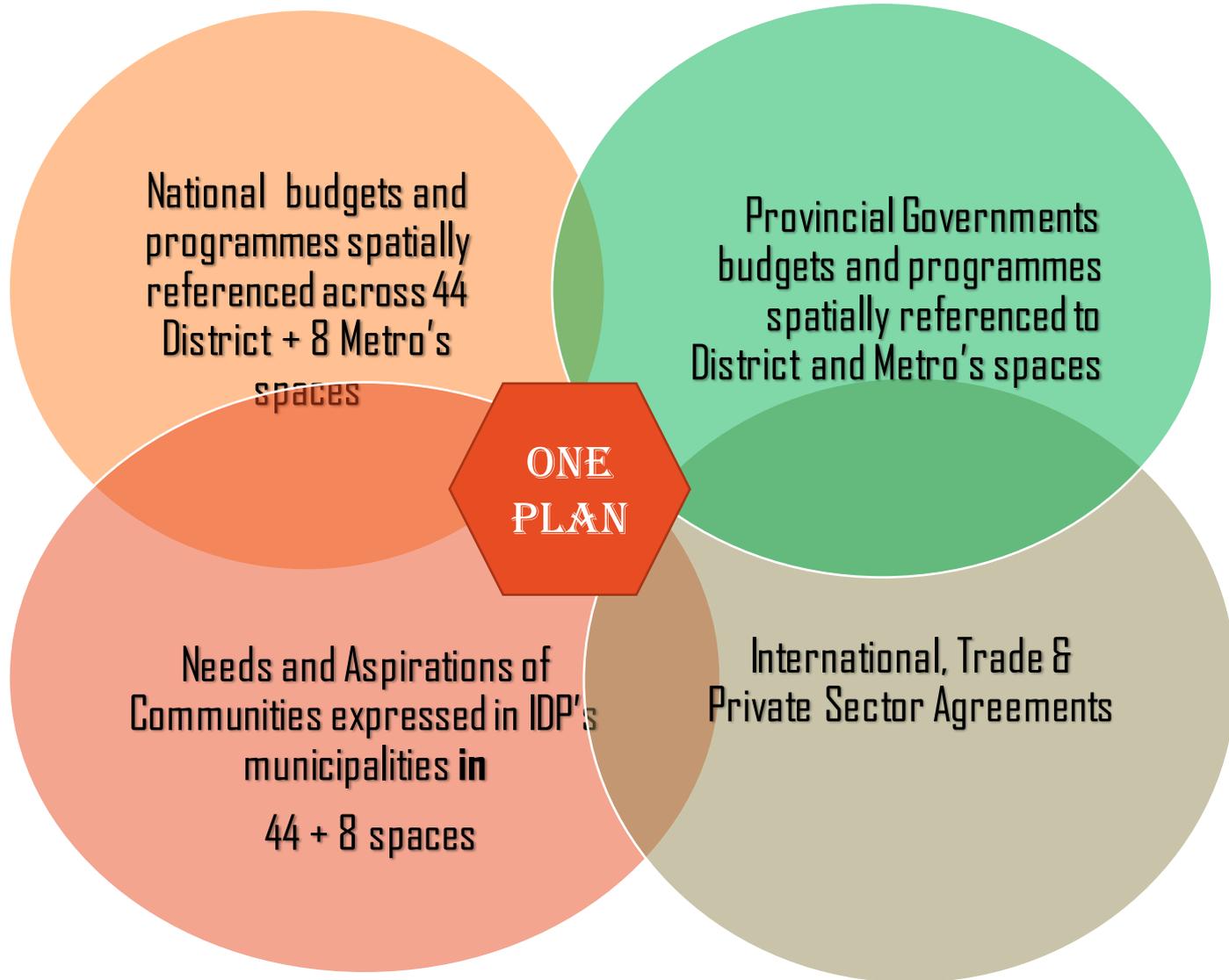
- The District/Metro spaces offer the **appropriate scale** and arena for intergovernmental planning coordination;
- District Model provides both an Institutional Approach and Territorial Approach (*geographic space*) Focus;
- The 44 Districts plus 8 Metros as developmental spaces (IGR Impact Zones) can be the strategic alignment platforms for all three spheres of government where **One Plan** for each space guides and directs all strategic investments and projects for transparent accountability;
- The Plan will **harmonize IDPs** and create interrelated, interdependent as well as 'independent' development hubs supported by comprehensive detailed plans;
- The plan is an Inter and intra governmental and society wide **Social Compact**; AND
- The One Plan will be strategic and Long-Term in nature, with medium term strategic plans and short term operational plans all expressing the **commonly agreed diagnostics, strategies and actions.**



District/Metro Scale Integrated Planning Model



APPROACH TOWARDS ONE PLAN



ONE PLAN



The fundamental purpose of long-term planning is to envisage a desired future and clearly illustrate how this future can become a reality.

One Plan

Demographic and District Profile

- Multi-dimensional Poverty Index
- Hunger
- Skills audit in the district
- Land use and Audit of the district
- Social Capital Index
- Health Index
- Inequality
- Service Delivery Index
- Stakeholder Analysis

Global, Regional and other Multilateral Linkages

- NDP targets
- Agenda 2063 targets
- SDGs

Economic Positioning

- Economic Development Opportunities Mapping
- the process by which a competitive edge is created that enables domestic and foreign investment attraction and job creation. The economic positioning informs the spatial restructuring that is required
- Unemployment/Employment
- Local Economic Development (LED) supported by cooperatives, township and rural economies
- Economic anchors in the areas

One Plan

Spatial Restructuring

- Transformed and efficient spatial development pattern and form in order to support a competitive local economy and integrated sustainable human settlements.
- Spatial restructuring informs infrastructure investment in terms of quantum and as well as location and layout of infrastructure networks.
- Harmonization of Spatial Development Plans at the District and provincial levels, for national support
- At least 1 SDZ in each District and/or City

Governance and Management

- Coordination, accountability and management structures at national, provincial, district, local and ward level
- Championship
- Technical support capacity with cooperative, civil society and spheres reach
- leadership and management, in particular with regards to planning, budgeting, financial and performance management takes place in an effective, efficient, accountable and transparent manner. It also includes spatial governance, that is, the process by which the spatial transformation goals are achieved through assessing and directing land development and undertaking land use management and land release of municipal/public land.
- Monitoring and evaluation starting at a ward level coordinated at the district

One Plan

Infrastructure Engineering

- the process by which infrastructure planning and investment especially bulk infrastructure, roads, transport, water sanitation, electricity, energy, solid waste
- integrated human settlements in a sustainable way over the long-term.
- Alternative forms of labour intensive infrastructure projects such as the paving of access, ring and local roads

Integrated Services Provisioning

- Deliver integrated human settlement, municipal and community services in partnership with communities so as to transform spatial patterns and development for planned integrated sustainable human settlements with an integrated infrastructure network.
- Holistic household level service delivery in the context of a social wage and improved jobs and livelihoods

EXECUTIVE GUIDANCE FROM JOINT CABINET COMMITTEE'S MEETING

1. Received overwhelming support from the Joint Cabinet Committee's – 13 August 2019;
2. Endorsed for consultation with the President Coordinating Council – 20 August 2019 and approval by Cabinet - 21 August 2019;
3. Adopted phase pilot in OR Tambo District Municipality;
and
4. COGTA to continue working on the institutionalization of the District Model for implementation;

Republic of South Africa

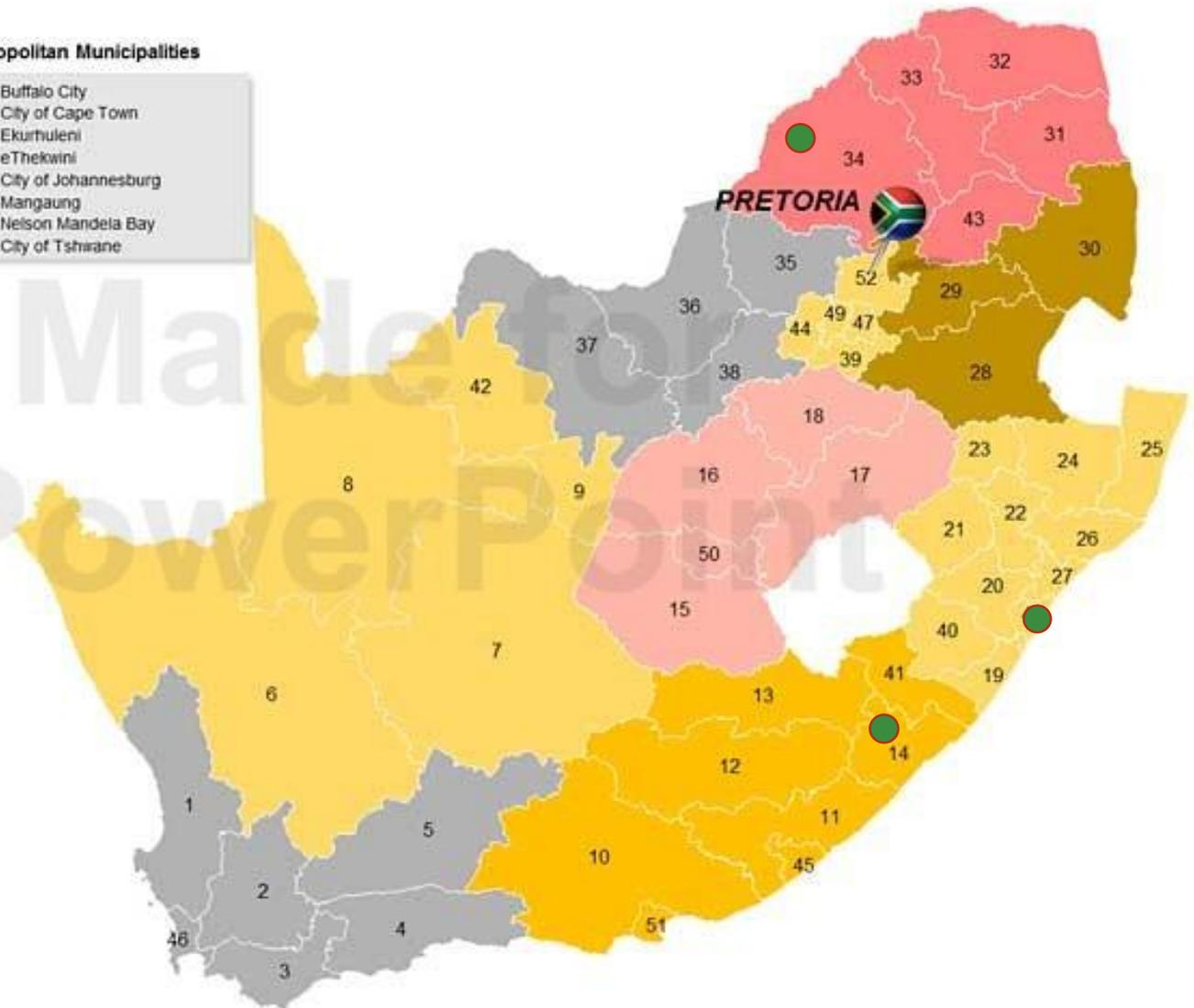
District Municipalities and Metropolitan Municipalities

District Municipalities

1. West Coast
2. Cape Winelands
3. Overberg
4. Eden
5. Central Karoo
6. Namakwa
7. Pixley ka Seme
8. Siyanda
9. Frances Baard
10. Cacadu
11. Amathole
12. Chris Hani
13. Joe Gqabi
14. OR Tambo
15. Xhariep
16. Lejweleputswa
17. Thabo Mofutsanyana
18. Fezile Dabi
19. Ugu
20. uMgungundlovu
21. uThukela
22. uMzinyathi
23. Amajuba
24. Zululand
25. uMkhanyakude
26. uThungulu
27. iLembe
28. Gert Sibande
29. Nkangala
30. Ehlanzeni
31. Mopani
32. Vhembe
33. Capricorn
34. Waterberg
35. Bojanala Platinum
36. Ngaka Modiri Molema
37. Dr Ruth Segomotsi Mompati
38. Dr Kenneth Kaunda
39. Sedibeng
40. Sisonke
41. Alfred Nzo
42. ohni Taolo Gaetsewe
43. Sekhukhune
44. West Rand

Metropolitan Municipalities

45. Buffalo City
46. City of Cape Town
47. Ekurhuleni
48. eThekweni
49. City of Johannesburg
50. Mangaung
51. Nelson Mandela Bay
52. City of Tshwane



Pilot Implementation phase to be completed in 2021

1. Comprehensive profiling exercise
2. Consolidate all government programmes, projects and budgets
3. Spatial budgeting and referencing
4. Gap analysis and economic opportunities mapping
5. Development of an all government plan
6. Presidential led Government Imbizo
7. Implementation of district model and the Plan



Develop one plan that responds to needs and aspirations of communities within OR Tambo District Municipality.

STEPS TOWARDS IMPLEMENTING THE MODEL

- Consultation with political leadership;
- Development of profile of the District;
- National and Provincial spatial mapping of budget and programmes (possibly to ward level)
- Analysis of District and LM IDPS and SDBIP's;
- Identification of opportunities for alignment and integration towards one plan;
- Consultation with key stakeholders [September]
- All of Government Imbizo led by the President

- Development of profiles for all District and Metro's and coordinate all government initiatives by November 2019 to produce a Harmonized One Plan
- DG, MM, and stakeholder planning workshop (sectors with projects (44+8 Workshop)
 - Alignment of national and provincial investment with municipality plans
 - Expert team supports
 - Localized compacts/protocols and sector agreements
 - One plan and framework
- Utilise existing IGR structures for coordination, PCC, MinMec, District IGR forums;
- Address the Structural and Systemic challenges in LG.

High Level Implementation Plan

Task	Activities	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Beyond
1 Consultations	Cabinet	20-Aug											
	MINMEC	16-Aug			10-Nov								
	PCC	19-Aug											
	2 Priority Districts + 1 Metro	22-Aug (OR Tambo)	15-Sept (1 District + 1 Metro)										
	10 Priority Districts + 4 Metros			1-Oct									
	15 Priority Districts + 3 Metros				1-Nov								
	17 Priority Districts				15-Nov								
	Premiers & Mayors		15-Sep										
	Private Sector Umbrella Formations		20-Sep										
	National and Provincial CSOs			1-Oct									
Presidential Imbizos / Clusters of Ministers Community Meetings		OR Tambo	1 District + 1 Metro	10 Districts + 4 Metros	15 Priority Districts + 3 Metros	17 Priority Districts						All Districts	

High Level Implementation Plan

Task	Activities	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Beyond
2 Programme Management Team	Appoint National and Provincial Teams		2-Sep										
	Deploy District Teams		27-Sep										
	Finalise and Implement M&E Sytems			20-Oct									
	Communications Strategy		1-Sep										

3 District Profiling	2 Priority Districts + 1 Metro	22-Aug (OR Tambo)	15-Sept (1 District + 1 Metro)										
	10 Priority Districts + 4 Metros			1-Oct									
	15 Priority Districts + 3 Metros				1-Nov								
	17 Priority Districts				15-Nov								
	Harmonised 1 Plan						29-Nov						

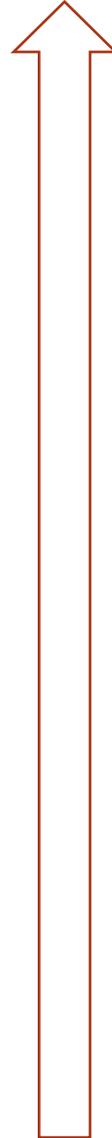


FEEDBACK FROM LOCAL GOVERNMENT MINMEC

1. Received overwhelming support from the LG MinMec – 16 August (SALGA, MECs's)
2. Endorsed and supported the pilot in OR Tambo District Municipality; and
3. Recommended a balanced pilot approach looking at two Districts (rural) and one metro (urban) context;
4. Provincial COGTA's to support with the development of District and Metro profiles (IDP's/SDBIPS) by November 2019;
5. Provincial COGTA'S to reposition and align their capacity and delivery systems towards District Model;

Steps Towards Implementation: Enablers

- Political Management of the process especially at local level to avoid political 'interests'
- Dedicated unit of experts - Producing and Monitoring the One Plan
- Expert advise and analysis
- Technical team with national and district presence
 - Programme management (District)
 - Policy Analysis and Development Planning (National)
 - M&E expertise and data capturers and analysts
 - Sector experts (LED, Economists, Spatial, Infrastructure, Various services (social, health, water, environment etc.
- Realistic indicators
- Live/Real time and integrated information system
- One Communication Strategy for government in relation to work the done in the 44 + 8 spaces



- Review budgeting and resource allocation across the three spheres;
- Consolidation of Grants to avoid silo mentality with a better focus on anticipated outcomes
- Needs and aspiration as well as gender based budgeting
- Accountability for coordination responsibilities linked to the signed off multi sphere protocols
- Strengthening of provincial COGTA
- Transformed and capacitated MISA
- Private sector, cooperatives and civil society partnerships
- Resource Mobilization to support unit and plans
- Mobilise retired professionals into MISA to support the project

Resourcing Implications and Budgeting

The next 12-18 months should deliver:

1. Disciplined execution of the Stabilization Plan supported by District/Metro based Imbizo programme is
2. The reinforcement and/or establishment of Integrated Planning Modalities
3. Development of District profiles and process towards the One Plan
4. Mobilize expertise centrally and at District/Metros to support the stabilization and development phase
5. Develop a detailed Execution plan for the medium term to give effect to the priorities over the medium term
6. Tactical management of current Councilors transitional arrangements post LG elections

Resourcing

- Engagements with the Presidency and National Treasury to reprioritize current budgets within the Department and across government to facilitate the development of New District Model
- Source funding and technical expertise from DBSA and work with other development partners, including government entities, DFIs and private sector to secure placement of multi-disciplinary teams, whilst sustainable mechanisms are put in place to build the capacity of the Department/Provinces and Districts/municipalities.
- Draw a detailed budget to underpin the medium - term Plan

RECOMMENDATIONS

It is recommended that PCC:

- Endorses the proposed New District Coordination Model to Improve the Coherence and Impact of Government Service Delivery and Development;
- Consider implications of the New District Coordination Model in the repositioning of Provincial Departments to support and coordinate implementation of the Model;
- Support the development of all District Profiles focusing on the IDP's/SDBIPs of municipalities and Provincial Sector budgets and plans – November 2019;
- Support that Provincial COGTA's work with Premier's offices to coordinate implementation of the District Model at provincial level;
- Identify quick wins and deliverables, e.g. incomplete projects, misalignment of bulk vs reticulation, etc.

Thank You!

BACK TO BASICS : SERVING OUR COMMUNITIES BETTER



cooperative governance

Department
Cooperative Governance
REPUBLIC OF SOUTH AFRICA

